

Message Text

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ACTION PM-04

INFO OCT-01 EUR-12 ISO-00 NSC-05 SP-02 SS-15 CIAE-00

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SECDEF WASHDC PRIORITY

INFO JCS WASHDC

CSA WASHDC

CSAF WASHDC

CNO WASHDC

USCINCEUR VAHINGEN GER

C O N F I D E N T I A L SECTION 1 OF 2 ATHENS 891

E.O. 11652: GDS

TAGS: MASS, GR

SUBJECT: FY 1977 MILITARY SECURITY ASSISTANCE

REFS: A) STATE 017370 DTG 230423Z JAN 76

B) ATHENS 8773 DTG 121141Z JAN 76 NOV 75

C) SECDEF MSG DTG 202106Z JAN 76

D) CHJUSMAGG MSG 261200Z JAN 76

E) JUSMAGG MSG DTG 161115Z JAN 76

"MILITARY SECURITY ASSISTANCE PROJECTIONS FY 78-82"

F) JUSMAGG MSG DTG 261445Z JAN 76

1. (C) THE FOLLOWING PRIORITIZED LIST OF MAJOR MAP ITEMS
(ALSO PROVIDED BY REF D IN REPLY TO REF C) IS IN RESPONSE TO
PARA 5, REF A.

PROG

ORIG

GP NSN QTY CODE UNIT PRICE TOTAL COST

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15 1000 000RF4E 2 05705000 11410000

58 2000 1771641 433 B 00008157 03531981
RADIO AN/PRC 74C

14 1000 1691764 65 B 00032370 02104050
TOW LAUNCHERS

14 1000 0871521 431 B 00003952 01703312
TOW MISSILES

10 TOWED VULCAN 10 D 00495000 04950000

19 0500 A028G65 2 P 03250000 06500000
PATROL BOATS

SUPPLY OPNS 02800000

TOTAL 32999343

2. (C) THE INFORMATION PROVIDED IN FOLLOWING SUBPARAS IS KEYED TO THE SUBPARAS OF PARA 6, REF A. AS THE FY 77 PROGRAM HAS NOT BEEN DISCUSSED WITH GOG OFFICIALS, THE ANSWERS WHICH FOLLOW STEM FROM THE RATIONALE CONTAINED IN REF B (AS THAT INFORMATION WAS DISCUSSED WITH GOG OFFICIALS) AND FROM KNOWLEDGE GAINED BY JUSMAGG OVER AN EXTENDED PERIOD OF TIME. THE INFORMATION IS CONSISTENT WITH THAT CONTAINED IN REF E.

A. YES.

B. AS AN EXTENSION OF THE GOG DESIRES EXPRESSED IN REF B CONCERNING DEBT OBLIGATIONS FOR AIRCRAFT ONLY, IT CAN BE ASSUMED THAT THE ENTIRE \$127 M FMS CREDIT FOR FY 77 WILL BE EARMARKED FOR PAYMENTS DUE ON A-7, T-2 AND C-130 AIRCRAFT. OUR BEST INFORMATION IS THAT THIS DEBT OBLIGATION FOR FY 77 TOTALS \$139M, LEAVING A SHORTFALL FOR AIRCRAFT PAYMENTS ALONE OF \$12.7 M. IT IS OUR VIEW, BASED UPON THE GOG DESIRES AND THE RATIONALE EXPRESSED IN REF B, THAT EITHER THE PROPOSED FY 77 FMS CREDIT SHOULD BE INCREASED BY A SUM EQUIVALENT TO THE \$12.7 M SHORTFALL, OR THE SHORTFALL PAYMENTS SHOULD BE CARRIED

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OVER TO FY 78. THIS IS ASSUMING, HOWEVER, THAT THE COUNTRY TEAM RECOMMENDATION CONTAINED IN PARA 1B OF REF B TO INCREASE FY 76 FMS CREDITS BY \$47 M (THUS CARRYING NO AIRCRAFT PAYMENTS INTO FY 77) IS CONCURRED IN BY STATE/DEFENSE.

C. THE GOG FORCE LEVELS AND MILITARY STRUCTURE WHICH THE FMS CREDIT WILL SUPPORT HAVE BEEN ESTABLISHED TO FULFILL NATO OBLIGATIONS AND APPEAR IN THE FY 77-81

POM, THE FY 78-85 JSOP AND ARE SUPPORTED IN REF E. THE EQUIPMENT BEING PURCHASED IS PART OF AN AGGRESSIVE AND WELL-CONCEIVED MODERNIZATION PROGRAM TO REPLACE OUTMODED WEAPONS SYSTEMS WITHIN THE APPROVED MILITARY STRUCTURE IN ORDER TO ENHANCE OVERALL EFFECTIVENESS.

D. SINCE THE GOG IS DETERMINED TO OBTAIN THE EQUIPMENT IT FEELS NECESSARY TO IMPROVE THE CAPABILITIES OF GREECE'S ARMED FORCES, FAILURE OF THE USG TO PROVIDE APPROPRIATE FMS CREDITS DOUBTLESS WOULD CAUSE THE GOG TO TURN ELSEWHERE FOR CREDITS, AND HENCE FOR EQUIPMENT. ACQUISITIONS BY GREECE OF EQUIPMENT FROM A MULTIPLICITY OF SOURCES COMPLICATES LOGISTICS AND TRAINING, THUS TO SOME EXTENT DIMINISHING THE CAPABILITIES OF GREECE'S ARMED FORCES--DESPITE ACCESSIONS OF NEW EQUIPMENT--BELOW THE LEVEL WHICH WOULD PREVAIL IF PROCUREMENT OF A GIVEN TYPE OF EQUIPMENT WERE FROM ONE COUNTRY. ADDITIONALLY, THE FAILURE OF THE USG TO PROVIDE CREDITS AT A TIME WHEN GREECE'S FUTURE RELATIONSHIP WITH NATO IS BEING DECIDED COULD HAVE A VERY ADVERSE EFFECT ON THE EFFORT TO BRING GREECE BACK WITHIN THE NATO FOLD. A RELATED AND EQUALLY IMPORTANT CONSIDERATION IS THE BENEFITS FROM PROVISION OF FMS CREDITS LIKELY TO ACCRUE TO THE UNITED STATES IN THE CURRENT US-GREEK NEGOTIATIONS ON BASE RIGHTS AND FACILITIES. THE NEED TO RETAIN ACCESS TO UTILIZED FACILITIES, AND TO NATO FACILITIES IN GREECE, IS EXTREMELY IMPORTANT IN VIEW OF GREECE'S STRATEGIC POSITION; LOCATED ON THE NORTHEASTERN SHORES OF THE MEDITERRANEAN, GREECE BLOCKS DIRECT ACCESS BY THE WARSAW PACT TO THAT SEA, AS IT DOES TO THE AEGEAN, AND PROVIDES A LAND MASS FROM WHICH EXTERNAL FORCES COULD STAGE OPERATIONS INTO ADJACENT AREAS AND WHERE SIGNIFICANT INTELLIGENCE AND COMMUNICATIONS ACTIVITIES ARE BASED.

E. WEAPONS SYSTEMS PROVIDED THROUGH PRIOR GRANT AID
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PROGRAMS, AND THE IN-BEING FMS TRAINING AND MATERIEL PROGRAMS WILL INTERFACE WITH THE EQUIPMENT TO BE FINANCED WITH THE PROPOSED FMA CREDITS AS WILL THE EQUIPMENT TO BE OBTAINED UNDER THE PROPOSED GRANT AID PROGRAM. ALL WILL BE IN SYNCHRONIZATION AND WILL COMBINE TO ENHANCE AND ACCELERATE THE GREEK ARMED FORCES MODERNIZATION PROGRAM.

F. POLICY CONSIDERATIONS FOR AND OBJECTIVES RELEVANT TO THE PROVISION OF CREDIT ARE CONTAINED IN THE FY 77-81 PROGRAM OBJECTIVES MEMORANDUM, THE JOINT STRATEGIC OBJECTIVES PLAN FY 78-85 AND REF E, THE FOREMOST OF WHICH ARE PARAPHRASED AS FOLLOWS: (1) POLITICAL DEVELOPMENTS RESULTING FROM THE CYPRUS CONFLICT HAVE PLACED LONG-STANDING RELATIONS WITH THE US IN QUESTION. (2) THE GOG IS CAPABLE OF ABSORBING INCREASED FMS CREDITS TO ACHIEVE OPERATIONAL CAPABILITY WITHIN THE NATO CONTEXT. (3)

PROVISION OF FMS CREDITS SHOULD ENHANCE CONDITIONS THAT WILL LEAD TO A PEACEFUL SOLUTION OF GREEK-TURKISH PROBLEMS. (4) SUCH CREDITS WILL PROMOTE THE RE-ESTABLISHMENT AND MAINTENANCE OF GOG/US/NATO ALIGNMENT. (5) THEY ALSO WILL PROMOTE AN ATMOSPHERE CONDUCIVE TO THE SUCCESSFUL CONCLUSION OF US-GOG ARMS TRANSACTIONS AND CONTINUATION OF SECURITY RELATIONS. (6) THESE CREDITS WILL HELP TO MAINTAIN BASE RIGHTS AND FACILITY ARRANGEMENTS FOR THE US AND DENY THEM TO FORCES OPPOSED TO US INTERESTS. (7) THEIR PROVISION WILL HELP TO RETAIN GREECE AS A BASE FROM WHICH NATO FORCES COULD STAGE OPERATIONS. (8) THE PROVISION OF CREDITS WILL PROMOTE INTERNAL SECURITY IN SUPPORT OF THE CURRENT DEMOCRATIC GOVERNMENT, THUS PERMITTING NATIONAL DEVELOPMENT TO CONTINUE AND STABILITY TO BE REINFORCED.

G. THERE IS UNDENIABLY ACTIVE COMPETITION BETWEEN GREECE AND TURKEY TO IMPROVE THE QUALITY OF THEIR MILITARY EQUIPMENT. THIS STEMS FROM POLITICAL DIFFERENCES BETWEEN THE TWO COUNTRIES WHICH ARE IN NO SENSE A FUNCTION OF THE AVAILABILITY OF FMS CREDITS. MOREOVER, THESE POLITICAL DIFFERENCES, AND THE THREAT GREECE PERCEIVES TO ITS NATIONAL INTEGRITY AS A RESULT OF THEM, WOULD RESULT IN ARMS ACQUISITIONS FROM OTHER SOURCES IF CREDITS WERE NOT FORTHCOMING FROM THE UNITED STATES. THE WEAPONS SYSTEMS TO WHICH THE FY 77 FMS CREDITS WILL BE DEVOTED ARE REPLACING OBSOLETE EQUIPMENT OR FILLING A

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VACUUM IN GREECE'S MILITARY CAPABILITIES, AND AS SUCH GREATLY ENHANCE THIS COUNTRY'S ABILITY TO ACCOMPLISH THE MISSIONS IT IS ASSIGNED IN NATO PLANNING. SINCE THEY ARE NOT INTENDED TO ARM ADDITIONAL UNITS, THESE WEAPONS SYSTEMS WILL NOT CAUSE A QUANTITATIVE IMBALANCE.

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TO SECSTATE WASHDC PRIORITY 2397

SECDEF WASHDC PRIORITY

INFO JCS WASHDC

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C O N F I D E N T I A L SECTION 2 OF 2 ATHENS 891

H. THERE EXISTS AN UNQUESTIONABLE NEED FOR NOT ONLY THE PROPOSED FY 77 MILITARY ASSISTANCE CREDIT BUT FOR THE ADDITIONAL AND REPROGRAMMED CREDITS RECOMMENDED IN REF B. NOT ONLY CAN THE NEED BE JUSTIFIED IN TERMS OF NECESSARY MODERNIZATION, BUT AS A CRITICAL STEP TOWARD ACHIEVING MAXIMUM SELF-SUFFICIENCY IN MAINTENANCE AND TRAINING. MOREOVER, THE PAST CEILING OF \$71 MILLION ANNUAL FMS CREDITS AND THE TERMINATION OF GRANT ASSISTANCE IN JANUARY 1973 COMBINED TO IMPEDE PLANNED PROGRESS IN THE AFOREMENTIONED AREAS. MANY PRIORITY MILITARY REQUIREMENTS HAVE BEEN PLACED IN A DEFERRED STATUS OR REJECTED ENTIRELY BECAUSE OF INSUFFICIENT FUNDS. FURTHER EVIDENCE OF CASH SHORTAGE WAS THE INABILITY OF THE GOG DURING THE PAST YEAR TO MEET SCHEDULED PAYMENTS ON MILITARY EQUIPMENT PREVIOUSLY CONTRACTED FOR UNTIL CREDITS (AND CRA) WERE FORTHCOMING. WORLD WAR II AND KOREAN WAR VINTAGE EQUIPMENT STILL IN USE MUST BE REPLACED AND WITHOUT USG CREDIT ASSISTANCE THIS REPLACEMENT TASK COULD BE COSTLY TO THE GOG OVERALL NATIONAL AND INTERNATIONAL ECONOMIC PROGRAMS.

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I. THE LARGE-SCALE MILITARY MODERNIZATION PROGRAM IS REGARDED BY THE GOG LEADERSHIP AS ESSENTIAL TO NATIONAL SECURITY. REASONABLE FMS CREDIT TERMS, TOGETHER WITH SIZABLE GRANT ASSISTANCE, WILL SPREAD OUT PAYMENTS AND MAKE THE PROGRAM MORE MANAGEABLE IN THE CONTEXT OF GREECE'S EXTERNAL DEBT, FUTURE BUDGETS, AND ECONOMIC DEVELOPMENT. THE MOST SERIOUS BALANCE OF PAYMENTS PROBLEM LIES IN THE NEXT FEW YEARS, WHEN THE MILITARY PROGRAM, RISING IMPORT PRICES (INCLUDING OIL), AN INCREASING DEBT SERVICE OBLIGATION, AND HEAVY DEPENDENCE ON UNCERTAIN INVISIBLE RECEIPTS MIGHT IMPOSE CONSTRAINTS

ON SOCIAL AND DEVELOPMENT PROGRAMS DURING A PARTICULARLY SENSITIVE POLITICAL PERIOD. WE BELIEVE THAT STRETCHING OUT MILITARY PAYMENTS WILL ENABLE GREECE TO WEATHER THESE CRITICAL YEARS WITHOUT UNDESIRABLE CUTBACKS IN SOCIAL SERVICES OR DEVELOPMENT PROGRAMS AND, ASSUMING RELATIVE CALM IN RELATIONS WITH TURKEY, WITHOUT A SERIOUS EROSION OF THE PRESENT MANAGEABLE DEBT SERVICE RATIO OF ABOUT FIFTEEN PERCENT (SEE ATHENS A-216 FOR DETAILS ON EXTERNAL DEBT). THE FIVE YEAR PLAN FOR 1976-80 IS TO PROVIDE A COMPREHENSIVE PROGRAM FOR A RESTRUCTURING OF THE ECONOMY WHICH, THE GOG HOPES, WILL BEGIN TO ALLEVIATE BALANCE OF PAYMENTS WEAKNESSES WITHIN THE NEXT FIVE YEARS.

J. (1) IN ADDITION TO THE AIRCRAFT DEBT OBLIGATIONS AND THE FMS PURCHASES ANTICIPATED IN SUBPARA B ABOVE, GREECE SIGNED CASES FOR US MATERIAL AND SERVICES TOTALING \$180.9 MILLION IN FY 75, AND \$56.8 MILLION SO FAR IN FY 76 AS CASH/DEPENDABLE UNDERTAKING. IN ADDITION, US LETTERS OF OFFER ARE PENDING GOG ACCEPTANCE IN THE AMOUNT OF \$20.4 MILLION AND THE GOG HAS REQUESTED US LETTERS OF OFFER TOTALING \$72.4 MILLION. ALL OF THE ITEMS TO BE, OR BEING, PURCHASED WILL INTERFACE WITH THOSE PLANNED TO BE PROCURED WITH THE PROPOSED FY 77 CREDIT AND THE GRANT AID PROGRAMS. MOREOVER, ALL ITEMS WILL BE ABSORBED WITHIN THE APPROVED MILITARY UNITS AND FORCE STRUCTURE AS PART OF THE MODERNIZATION PROGRAM OR TO FULFILL EQUIPMENT SHORTAGES. (2) ALTHOUGH US MILITARY EQUIPMENT IS PREFERRED, THIRD COUNTRY ITEMS WERE PURCHASED PRIMARILY BECAUSE THE EQUIPMENT COULD BE MADE AVAILABLE EARLIER. ANNUAL EXPENDITURE TOTALS FOR THIRD COUNTRY PURCHASES ARE DIFFICULT TO OBTAIN; HOWEVER, AS OF JANUARY 8, 1976, MOD FIGURES PROVIDED TO JUSMAGG DISCLOSED THAT APPROXIMATELY \$242 MILLION WOULD BE EXPENDED IN 1975, \$267 MILLION IN 1976 AND \$210 MILLION IN 1977. WITH THE INCREASED US FY 77 MILITARY ASSISTANCE PROGRAMS TO GREECE (PARTICULARLY IF EQUIPMENT AVAILABILITY IMPROVES), IT CAN BE ANTICIPATED THAT FUTURE THIRD COUNTRY PURCHASES WILL DECREASE IN FAVOR OF PURCHASES FROM THE UNITED STATES. THIS WOULD BE EXTREMELY ADVANTAGEOUS TO THE GOG BECAUSE THE OVERWHELMING MAJORITY OF THE EQUIPMENT IN ITS ARMED FORCES IS OF US ORIGIN AND EACH TIME MAJOR ITEMS FROM A THIRD COUNTRY ARE INTRODUCED INTO THE INVENTORY DIFFICULTIES ARISE IN THE FIELDS OF LOGISTICS, REPAIR, SPARE PARTS REQUISITIONING, TRAINING AND INSTRUCTION MANUALS.

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3. FROM AN ECONOMIC PERSPECTIVE, GREECE'S PERENNIAL BALANCE OF PAYMENTS PROBLEMS, EXACERBATED BY THE MILITARY

MODERNIZATION PROGRAM, RISING IMPORT PRICES, AND AN INCREASING DEBT SERVICE OBLIGATION MIGHT IMPOSE POTENTIALLY DAMAGING CONSTRAINTS ON SOCIAL AND DEVELOPMENT PROGRAMS DURING THE NEXT FEW YEARS--A PARTICULARLY SENSITIVE PERIOD FOR THE FRAGILE GREEK DEMOCRACY. WITH RESPECT TO OTHER FORMS OF ASSISTANCE, ANTICIPATED DEVELOPMENTAL AID WILL NOT, BY VIRTUE OF ITS NATURE AND RELATIVELY LIMITED SIZE, CONTRIBUTE SUBSTANTIALLY TO THE SHORT-TERM RELIEF OF THE BALANCE OF PAYMENTS SITUATION. OTHER POSSIBLE FORMS OF US ASSISTANCE IN FY 77, SUCH AS CCC AND EXPORT-IMPORT BANK CREDITS, FOCUS ON PARTICULAR ECONOMIC NEEDS OR PROJECTS, AND SIMULTANEOUSLY SUPPORT THE GROWTH OF US EXPORTS. BILATERAL THIRD COUNTRY ECONOMIC ASSISTANCE HAS BEEN LIMITED--A THREE-YEAR GERMAN PACKAGE OF DM 180 MILLION, WHICH TERMINATES IN CY 76, HAS BEEN THE ONLY SIGNIFICANT AMOUNT--AND DRAMATIC NEW AID IN FY 77 IS UNLIKELY. ASSISTANCE FROM THE EUROPEAN COMMUNITY AND THE IBRD (WHICH GOG OFFICIALS HOPE WILL BE SUBSTANTIAL) WILL BE PROJECT-TIED, AND IT IS DOUBTFUL THAT GREECE WILL BE ABLE TO UTILIZE MORE THAN \$75 TO \$100 MILLION AT AN ABSOLUTE MAXIMUM FROM THESE TWO SOURCES COMBINED IN FY 77. DURING 1974 AND 1975 GREECE TURNED TO THE IMF OIL FACILITY FOR BALANCE

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OF PAYMENTS SUPPORT, BUT PROSPECTS FOR THE FUND'S CONTINUED EXISTENCE IN THE SECOND HALF OF FY 76 AND THE FUTURE LOOK BLEAK. RECENT REVISIONS OF THE IMF'S CREDIT TRANCHE SYSTEM WILL SLIGHTLY IMPROVE GREECE'S DRAWING POWER, BUT THE FIRST TRANCHE UNDER THE OLD LIMIT HAS ALREADY BEEN USED. THE OECD "SAFETY NET" HOLDS OUT SOME PROMISE FOR FY 77, BUT THE AGREEMENT HAS NOT YET EVEN RECEIVED OFFICIAL APPROVAL FROM ALL PARTICIPATING STATES. GREECE HAS BEEN BORROWING HEAVILY ON INTERNATIONAL CAPITAL MARKETS IN RECENT YEARS, WITH TOTAL OFFICIAL BORROWINGS REACHING AN UNPRECEDENTED LEVEL OF AN ESTIMATED \$800 MILLION IN CY 75. GREECE'S CAPACITY TO TAP COMMERCIAL SOURCES IS NOT UNLIMITED, AND ADDITIONAL BORROWINGS ARE NOT A DESIRABLE ALTERNATIVE TO US MILITARY ASSISTANCE, GIVEN THE CURRENT TIGHTNESS, UNCERTAINTY, AND HIGH COST OF THIS TYPE OF FINANCING.

4. THEREFORE, MISSION CONCLUDES THAT THE PROJECTED COMBINATION OF US GRANT AND FMS ASSISTANCE OFFERS SIGNIFICANT RELIEF FROM THE PRESSURE FOR UNDESIRABLE ROLLBACKS IN SOCIAL SERVICE AND INFRASTRUCTURE DEVELOPMENT PROGRAMS, AND ENABLES A SALUTARY PHASING OF EXTERNAL REPAYMENT OBLIGATIONS, AT A CRITICAL TIME IN GREECE'S POLITICAL AND ECONOMIC EVOLUTION.

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